Tippecanoe County
General Election
2008

Tippecanoe County
Board of Elections and Registration
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December, 2008

Tippecanoe County
General Election 2008

The major story of the 2008 General Election was the turnout, particularly among voters who chose to vote early. Vote Centers worked very well from an administrative standpoint and are well-liked by voters. Voters like to vote on their own schedule and at a location of their own choosing.   In general, satellite voting worked very well and people were very positive about it.

This report is divided into three sections. The first section details the statistics from the 2008 General Election and compares them to earlier elections. The second section deals with some of the issues raised in doing a recount of the State Representative District 26 race. The final section is a discussion of some of the things we learned in this election that we will want to apply to future Vote Center elections.

2008 Statistics:

Turnout -   The major story about the 2008 General Election is the sheer volume of voters.   As stacks and stacks of voter registration forms began flowing into the office, it became obvious all previous voter registration records would be shattered. A comparison of the number and types of forms processed in each of the last three years is below.

Voter Registration Activity 2006 - 9/16/2008
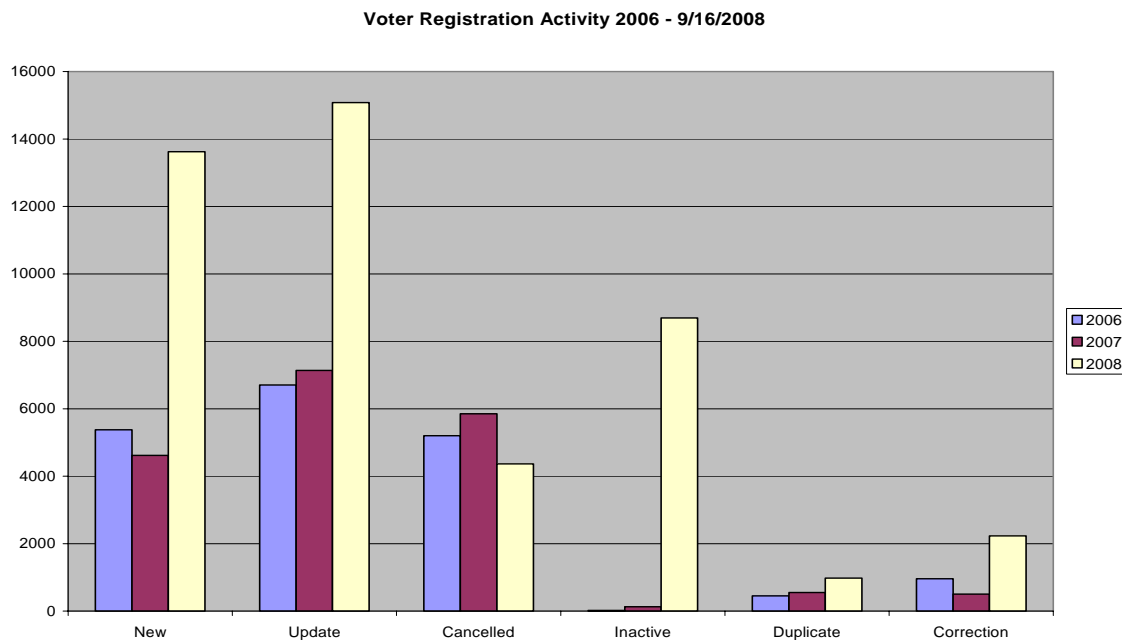
When all changes were completed, the number of registered voters in Tippecanoe County stood at 104,279. One year earlier, there were 86,358 registered voters in Tippecanoe County. This is an increase of 17,921 or 20.7% from a year earlier.

The increase in registered voters was primarily in the younger-age groups. The chart below shows the registration by age range for the primary election and the general election. As you will note, the largest increase in the number of registered voters was in the group of voters age 25 and under.

Age	Primary	General	Change
17-25	12,212	21,729	9,517
26-35	20,423	21,882	1,459
36-45	15,456	16,309	853
46-55	15,974	16,526	552
56-65	13,302	13,571	269
66-75	7,314	7,379	65
Over 75	7,057	6,911	-146

The dramatic increase in voter registration did portend a sizable increase in the number of voters who voted in this election. A total of 69,574 people voted in this election compared to our previous record in 2004, when 53,129 people voted. This is an increase of 16,445. The chart below compares the number of people who voted in each federal election and compares it to the number of people who were registered for that election. Total population is also included for reference; the total population figure includes non-citizens and those under 18.

General Election	Number of people who voted	Number of people registered	Percentage of registered voters who voted	Total Estimated County population	Percentage of residents who voted
2008	69,574	104,279	66.72%	163,364	42.59%
2006	34,620	85,571	40.46%	160,458	21.58%
2004	53,129	92,980	57.14%	154,848	34.31%
2002	30,652	80,441	38.10%	150,445	20.37%
2000	46,785	83,924	55.75%	148,955	31.41%
1998	34,236	79,543	43.04%	147,456	23.22%

As we reviewed the final numbers of voters by precinct, some of us could be heard muttering "we would never have survived this if it hadn't been for Vote Centers." The incredible surge of new voter registrations would have put a tremendous burden on some precincts; we simply do not own enough voting equipment to have held a conventional precinct election with the increased numbers of registered voters.

We generally try to assign one voting machine for every 180 - 200 voters. (This is not necessarily those who are registered but those that we anticipate who will

vote.) If you assume that turn-out would be similar and that 10% of voters would have voted early in a conventional precinct election, then we would have had about 63,000 voters on Election Day. This would mean that we would have needed a **minimum** of 350 voting machines; we only own 315 voting machines.

The problem would have been made worse by the fact that in a precinct election you cannot use voting machines as efficiently. For example, Jackson Township would need about 1.25 voting machines for the number of people who vote. Obviously you cannot take a part of a machine, so in essence, the second machine that would have been in Jackson Township is under-utilized.   When calculating the number of machines that would have been required in a precinct election, we would really have needed 425; this is a shortage of 110 machines. Had taxpayers been forced to purchase these machines, they would have had to have spent an additional $426,250. This is a sizeable expenditure for items that might only be used two days every four years.

Given the sizeable increase in the number of registered voters, we would have had to have assistant poll clerks in many precincts. We usually figure that one precinct election board could handle no more than 800 voters. After that, we would need to have assistant poll clerks.   Thirty-three precincts would fall into that category. We would likely have assigned additional assistant poll clerks in Wabash precincts 2, 10, 15, and 17 and Wea 1, bringing the total number of additional poll workers required under a conventional precinct election to 76. The advantage of hindsight is that the number of voters is known. If we were arranging a conventional precinct election, we would have tried to err on the side of caution and would likely have assigned assistant poll clerks to 56 precincts.

Voters – There was a total of 69,574 ballots cast in the 2008 General Election. Of these, 36,909 were cast early and 32,798 were cast in person on Election Day.

The table below shows the number of people voting at each Vote Center on Election Day.   Note that these figures include the provisional ballots cast; not all of these ballots were accepted. The gross numbers are included here because casting of provisional ballots does require considerable pollworker time and this impacts staffing.

Vote Center	Voters
Purdue Memorial Union	3,475
Evangelical Covenant Church	2,278
Tippecanoe County Library-Klondike	2,215
Lafayette Fire Station #5	2,196
Tippecanoe County 4-H Fairgrounds	2,135
Morton Community Center	1,921
The Outpost Catering	1,897
Brady Lane Church of Christ	1,723

Calvary Baptist Church	1,679
Faith Community Center	1,617
Lafayette City Hall	1,460
Federated Church	1,357
Battle Ground Fire Station	1,315
Dayton United Methodist Church	1,216
Jenks Rest Senior Center	1,201
St. Lawrence Catholic Church	1,157
Tippecanoe County Extension Office	1,029
Covenant Presbyterian Church	1,002
Tippecanoe Shrine Club	997
McAllister Center	928
Total	32,798

Please note that these totals may differ from the final vote totals. There are occasions where a voter signs the poll list but fails to vote and there are occasions when a voter fails to sign the poll list but does vote.

Provisional Ballots - There were 420 provisional ballots cast. These ballots were carefully reviewed by the election board. 55 were accepted.

Turnout - One of the questions we would like to be able to answer is "Do Vote Centers increase turnout?" It would be tempting to declare that Vote Centers were responsible for the turnout in this election but it would be more accurate to say that the races on the ballot were responsible for the high voter turnout.

One of the problems with using the total registered voters figure of 104,279 to calculate turnout is that we know that 11,408 of those voters do not live at their registration address. These voters were mailed a Vote Center postcard in a previous election. Those cards that were returned as undeliverable were followed up with the required second mailing. If those letters were returned as undeliverable, then the voters were moved to inactive status. If the voters do not vote in 2008 and 2010 general elections or update their registration, then their names will be removed from the rolls. If you look at turnout in Tippecanoe County as a percent of active voters, then our actual turnout was 74.9%.

However, we can compare ourselves with some other counties. In this random sampling of other Indiana counties, we found the following percent turnouts.

County	Registered Voters	Percent Turnout 2008 General
Marion	697,559	55%
Wayne	**51,800**	**56%**
Vigo	79,436	56%
Montgomery	26,559	59%
Allen	253,320	60%
Howard	64,235	61%
White	17,852	61%
Elkhart	115,496	62%
Benton	6,351	62%
Warren	6,583	63%
Carroll	14,136	63%
Johnson	92,666	64%
Fountain	12,108	64%
Morgan	44,071	66%
Tippecanoe	**104,279**	**67%**
Hendricks	93,886	70%
Boone	38,528	70%
Monroe	91,532	70%
Lake	304,512	71%
Cass	**22,331**	**72%**
Hamilton	175,538	75%

The three counties in blue are Vote Center counties.

While Tippecanoe County didn't have the highest percent turnout, it did have turnout comparable to most counties of similar size. While it is too early to make a claim that Vote Centers increase turnout, neither can it be shown from the data available that Vote Centers decrease turnout.

One of the few concerns voiced by voters was that the lack of rural Vote Centers would disenfranchise the rural voter. However, it has been difficult to locate polling places in many of our rural precincts because there are no buildings that meet the standards mandated by the Americans with Disabilities Act (ADA).

We reviewed the turnout in "rural" precincts to see whether or not voters in those precincts were more or less likely to vote in this election than those voters who lived "in town." While it is debatable which precincts are "rural" and which are not, we believe that most observers would consider the following precincts to be mostly rural.

Rural Precinct	Total Registered	Total Voted	Turnout
Washington 1	849	598	70.44%
Washington 2	845	641	75.86%
Wayne 1	1048	749	71.47%
Randolph 1	613	418	68.19%
Sheffield 1	804	567	70.52%
Sheffield 2	1548	1172	75.71%
Shelby 1-2	672	478	71.13%
Shelby 2	1032	800	77.52%
Tippecanoe 1	1414	1055	74.61%
Tippecanoe 2	669	506	75.64%
Tippecanoe 4	826	584	70.70%
Tippecanoe 5 (3)	140	121	86.43%
Tippecanoe 6	1541	1010	65.54%
Tippecanoe 7	219	188	85.84%
Union 1	1089	773	70.98%
Jackson 3-1	322	225	69.88%
Lauramie 1	925	693	74.92%
Lauramie 2-2	650	411	63.23%
Total	15206	10989	72.27%

Overall, 72.27% of the voters in "rural" townships voted in this election. When compared to overall turnout of 67%, it would appear that rural voters were not unduly inconvenienced by Vote Centers as they actually voted at a slightly higher rate than the entire population.

Satellite and Absentee Voting -   With Vote Centers, satellite voting occurred in two ways. Starting on Saturday, October 25, 2008, four locations opened for absentee voting – Pay Less Super Market on Greenbush Street, Pay Less Super Market on Beck Lane, Pay Less Super Market in West Lafayette and Faith Community Center. These four locations were open from 10:00 a.m. until 7:00 p.m. daily, including Sundays, through November 2nd.   Voting at these locations proved to be very popular; a total of 23,687 people voted at these four locations.

Moving satellite absentee voting opened on Monday, October 20th, on the campus of Purdue University. We were at Purdue in Stewart Center a total of three days. Overall, 3,798 people voted at Purdue; Purdue had the highest number of voters per hour.

We also went to interested nursing and retirement homes, businesses, and government offices. We then set up for between two and nine hours to allow residents, families, staff and the general public to vote. In addition, voting was

conducted by mail and by traveling board. Voters could also vote in the office of the Board of Election in the Courthouse during regular office hours, although we did not advertise that fact.

Voters overwhelmingly liked satellite voting. 53.1% of all ballots were cast prior to Election Day.

The chart below shows the number of voters who voted at satellite Vote Centers. Since many of the centers were open different numbers of hours, the second column shows the total number of hours that a voter could vote at that location. The third column shows the total number of voters per hour. The locations listed in bold type were the fixed locations.

	Total Voters	Hours Open	Voters Per Hour
Pay Less Beck Lane	**7758**	**81**	**95.8**
Pay Less Greenbush Street	**6298**	**81**	**77.8**
Pay Less West Lafayette	**5571**	**81**	**68.8**
Faith Community Center	**4060**	**81**	**50.1**
Purdue University	3793	24	158.0
Digby House	115	3	38.3
Greentree at West Lafayette	164	4	41.0
Friendship House	288	4	72.0
Rosewalk Village	182	3	60.7
George Davis Manor	158	4	39.5
Regency Place	136	3	45.3
Indiana Veterans Home	183	3	61.0
University Place	343	7	49.0
St. Mary Healthcare	113	4	28.3
State Farm Insurance	393	9	43.7
Westminster Village	271	7	38.7
Clarks Hill Christian Church	114	4	28.5
Stockwell United Methodist Church	261	4	65.3
West Point Fire Station	292	4	73.0
Fellure Foods	303	5	60.6
	30796	416	74.0

The grocery store locations were very popular. We made an effort to locate a satellite absentee sites in the rural townships on the weekend before the election. We were unable to locate any ADA-accessible sites in some townships but we did have satellite absentee sites in the small towns of West Point, Clarks Hill, Stockwell and Otterbein (Fellure Foods).   Dayton, Battle Ground and Shadeland were judged by the Election Board to be adequately served by Election Day Vote

Centers either in or very near the township.   Regretfully, we were unable to locate any acceptable sites in Randolph or Jackson townships; however, prior to Vote Centers, those voters voted at a site in Union Township, so this is not a new problem.

Labor for satellite absentee centers totalled $16,237; this was higher than we had originally planned. However, the volume of voters at the early voting sites was immense, so we brought on more staff, primarily at the long-term grocery store sites.

Electronic Pollbook vs. Paper Pollbooks - With the use of Vote Centers, it is no longer necessary to print and then store paper pollbooks.   Printing pollbooks is a substantial expense; for the 2008 election, we would have printed 95 pollbooks at a cost of $ 2,145. This does not include the labor necessary to print them. We cannot print them during business hours because of the demand on our printers for other uses, so we must have staff work nights and weekends. The problem is even more acute during a countywide election. During the 2006 election, we printed nearly 31,000 pages which took 47 overtime hours to accomplish.

The pollbook software was written for us by a local vendor, Del-Mar Technologies. We first used the software in 2007.   We also used the pollbook software for in-office voters who voted on or after October 20, 2008. Prior to October 20th, voters who appeared in person at the office were checked in using the Statewide Voter Registration System (SVRS) Use of the e-pollbook software had huge advantages; our e-pollbook software is very fast and requires minimal training time for the election workers.

Another huge advantage of the electronic pollbook is that voter history can be uploaded to the Statewide Voter Registration System (SVRS) electronically. After the 2006 election, the labor and fringe benefit costs to enter voter history exceeded $10,000.

We provided downloads of the voters to the political parties throughout the early voting period and multiple times on Election Day. This eliminated the need for the political parties to have pollbook holders at each Vote Center.

One of the unexpected benefits of the electronic pollbook is the ability to provide us with a wealth of hard data about voter behavior; for example, we learned that older voters are much more likely to vote before noon. This is significant because the older voter tends to spend more time at the voting machines; this data will let us make more informed decisions about how many machines are required.

After studying the data, we found some interesting points. Compare the time of day that voters between ages 18 and 25 voted in the primary election as opposed to the time of day when they voted in the General Election. The sharp

increase for the General Election in the number of early morning voters in that age group suggests that voting was very important to many of them and they made an effort to vote early in the day.

Age/Time Voted of Election Day Voters - General 2008
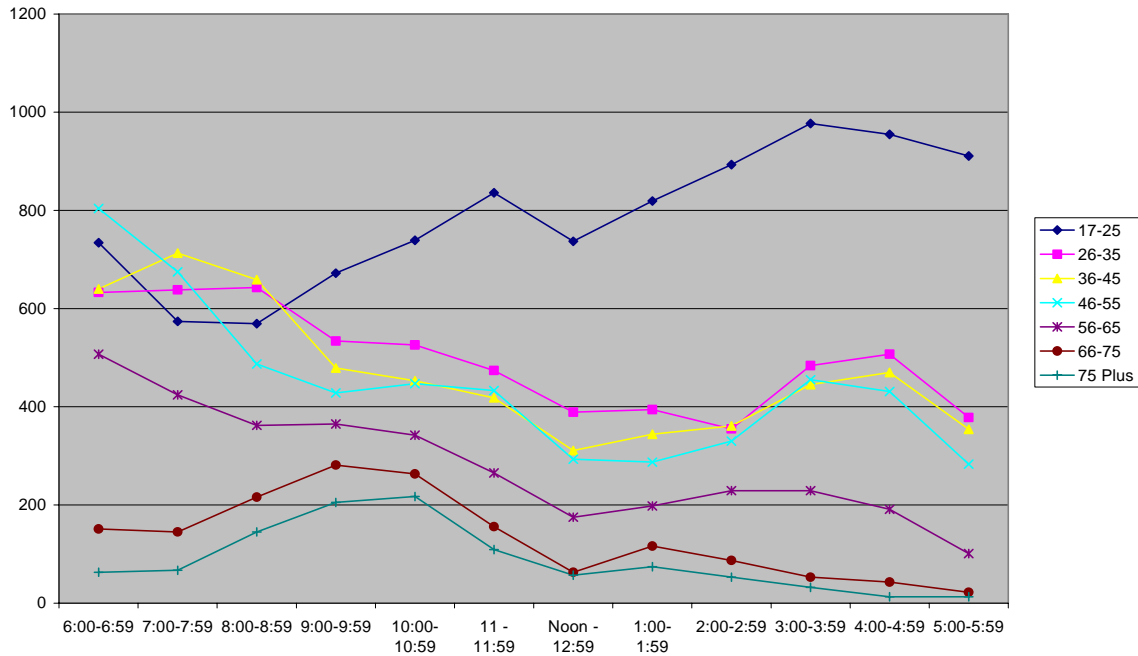
**Age/Time Voted of Election Day Voters - Primary 2008**
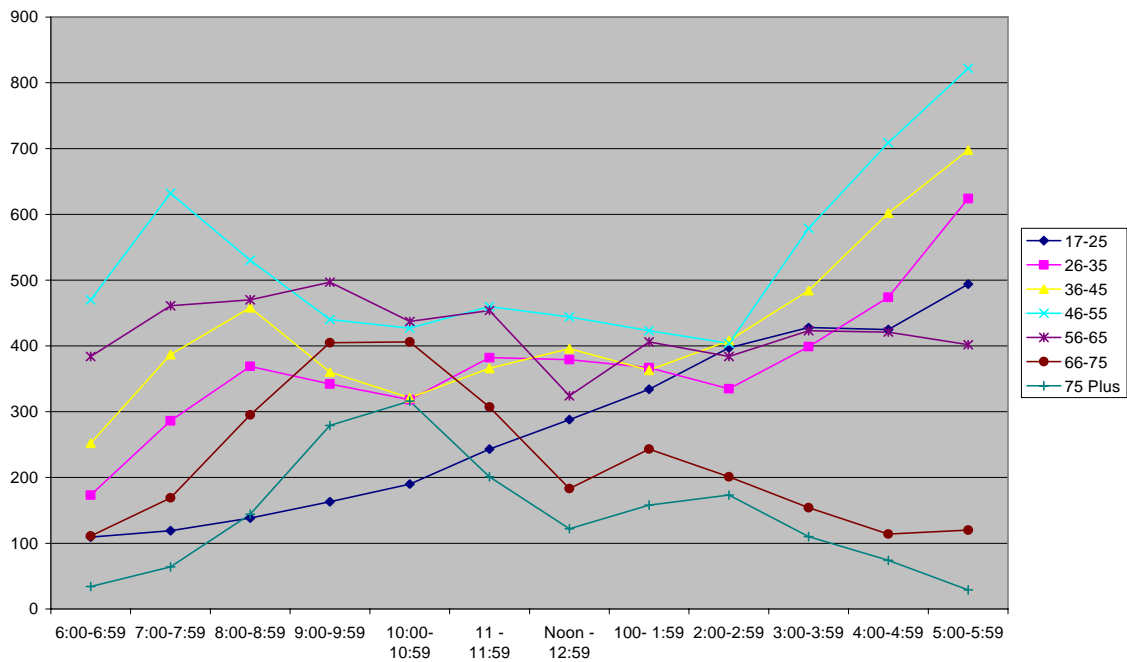
We also gleaned some interesting data about the ages of voters and the probability that they would vote early.   This information is summarized in the bar graph below.   We found it interesting that younger voters were less likely to vote early.

Percentage of Voters by Age Group who Voted Early and On Election Day
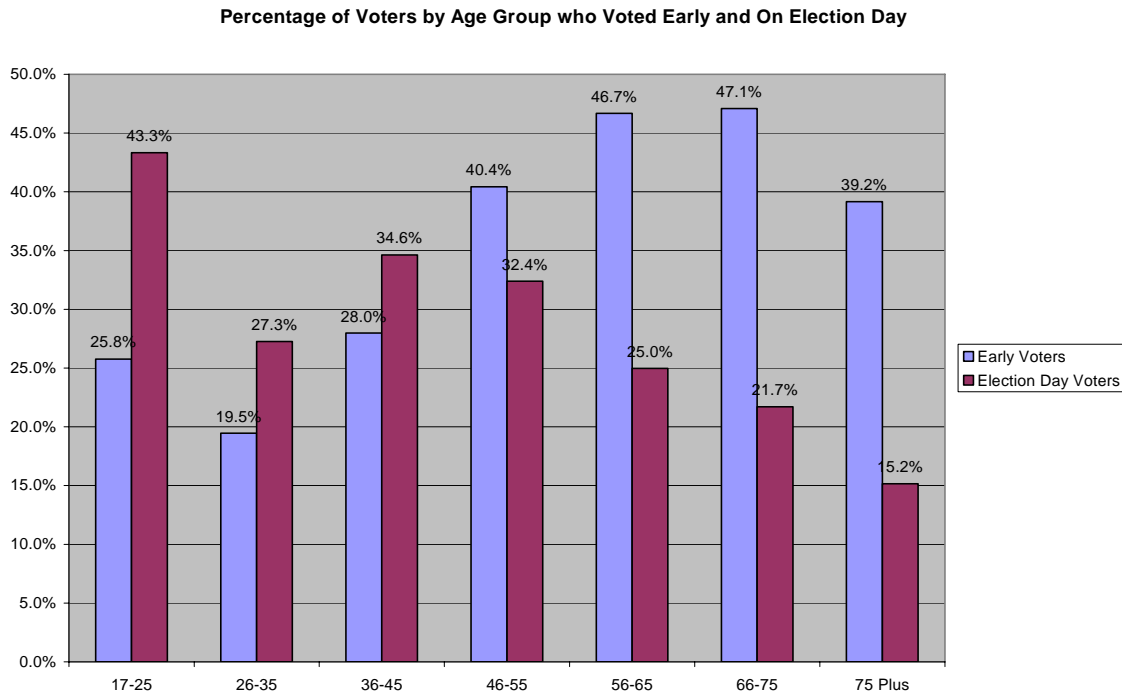
We also looked at active and inactive voters by age. As you look at the chart below, you will notice that the age group 26-35 has the largest number of inactive voters; this is logical when you realize that this would be the age range of Purdue students who have graduated and moved out of the community; it does, however, appear to skew the total percentage who voted. Turnout of **active** voters aged 26 – 35 was 59.15%.

Age	Total Registered	Total Inactive Voters	Total Percent Voting	Percent Voting Early	Percent Voting Election Day
17-25	21,729	1,316	69.1%	25.8%	43.3%
26-35	21,882	4,598	46.7%	19.5%	27.3%
36-45	16,309	2,363	62.6%	28.0%	34.6%
46-55	16,526	1,501	72.8%	40.4%	32.4%
56-65	13,571	885	71.7%	46.7%	25.0%
66-75	7,379	351	68.8%	47.1%	21.7%
75 Plus	6,911	367	54.3%	39.2%	15.2%
Total	104,307	11,381	63.3%	32.2%	31.1%

We were also fascinated to see the impact that the news media had on the times voters came out on Election Day. The story on the local television station and in the newspaper was that you should come out early on Election Day to avoid long lines. People obviously paid attention to this; unprecedented numbers were in line at 6:00 a.m.   The irony of this was that, other than at Purdue University, the only lines that existed anytime during the day were those at 6:00 a.m. When poll workers cleared out the lines, generally by 7:00 a.m, voters could walk in at any Vote Center and vote with little to no waiting.   Our local media has excellent web sites; updates about wait times (basically none) were posted throughout the day and voters reverted to the same patterns as previous elections.

Voters Per Hour 2007 and 2008
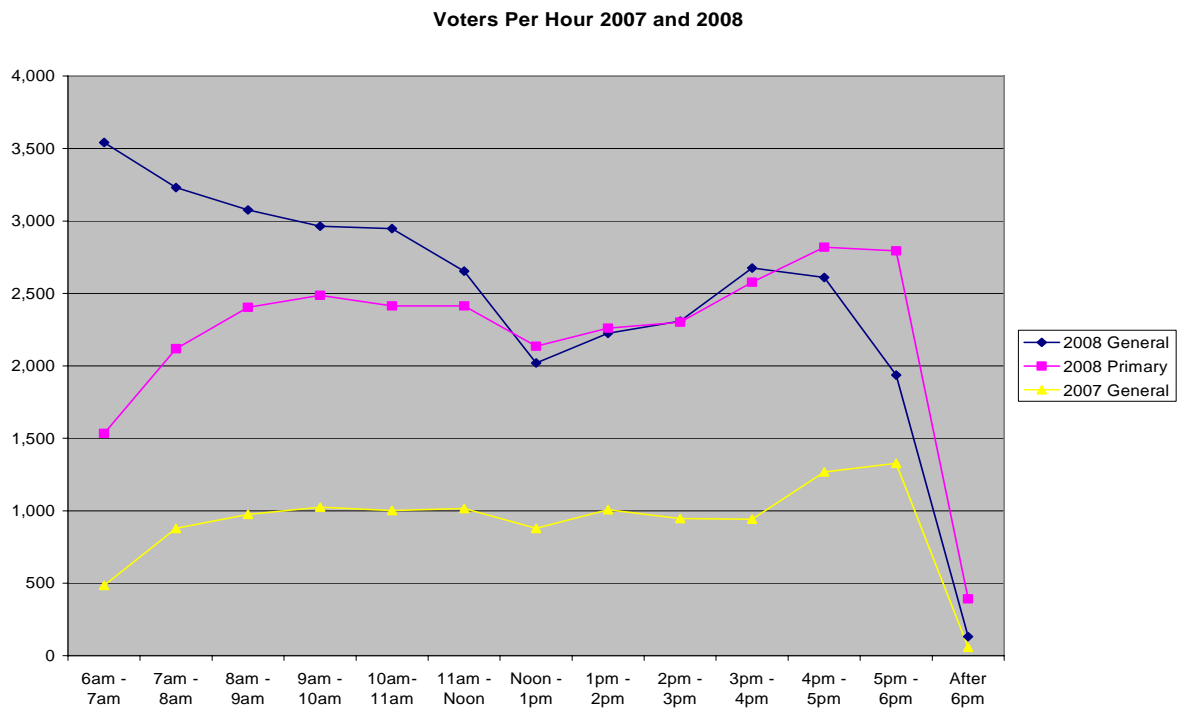
Pollworkers - One of the tremendous advantages of Vote Centers is that staffing can be tailored to expected turnout. We started with the premise that every Vote Center needed a supervisor (who was formerly known as the inspector and in Tippecanoe County is a Republican) and a lead Democratic judge. These individuals had to be present all day; other workers could work shorter shifts if they preferred.

Because pollworkers could work partial shifts and we planned to have more people present during the lunch hours, we have shown pollworkers, not as individuals, but as "voter contact hours." A voter contact hour is an hour when a pollworker who has the skills to check in voters, program voter cards and assist voters with provisional ballots is present during the hours the polls are open. So,

the Vote Center supervisor represents 12 voter contact hours as he or she was present during the 12 hours the polls were open.

At our smallest Vote Center, which was located in a small town, we had 60 contact hours of labor present. At our largest Vote Center, we had 186 voter contact hours. Staff was equally assigned by both political parties; the precinct board was comprised of the supervisor, the lead Democratic judge, and another judge as designated by the Republican party chairman. Both parties reported that they had an easier time finding election workers for the election; many people reported that they didn't mind being an election worker at a Vote Center because there was something to do and they weren't bored as sometimes happened under precinct voting.

In addition to the supervisors and judges, most Vote Centers had at least one and sometimes two workers called "greeters". These workers, although assigned by the political parties, were not part of the precinct election board. Their function was to welcome voters to the Vote Center and direct voters to the correct locations.

Workers were paid:
        Vote Center supervisor - $ 200
        Lead Democratic judge - $190
        Other judges - $ 150 (all day) $75 for half-day shift
        Greeters - $ 96 per day
        Satellite absentee boards - $9 per hour

We required all workers to attend training. People who had previously worked as supervisors or lead Democratic judges attended different training classes - their training had more emphasis on management and problem solving.

The chart below shows the number of voter contact hours per Vote Center.

Vote Center	Voter Contact Hours	Greeter Hours	Total Staff Hours
Morton Community Center	60	12	72
Purdue University	132	24	156
Tippecanoe Public Library - Klondike Branch	108	24	132
Lafayette City Hall	72	24	96
Lafayette Fire Station #5	132	12	144
Calvary Baptist Church	102	12	114
The Outpost	120	12	132
Jenks Rest Senior Center	72	12	84
Extension Office	60	12	72
Brady Lane Church of Christ	114	12	126
Dayton United Methodist Church	84		84
Faith Community Center	114	12	126
McAllister Center	60	12	72

Federated Church	96	12	108
Battle Ground Fire Station	96	12	108
St. Lawrence Catholic Church	84	12	96
Covenant Presbyterian Church	72	12	84
Tippecanoe County 4-H Fairgrounds	168	24	192
Evangelical Covenant Church	186	24	210
Lafayette Shrine Club	84	12	96
Total	2,016	288	2,304

In a conventional precinct election, we would have had at least 5,520 voter contact hours for regular precinct election boards. We would likely have added 122 assistant poll clerks, for an additional 1,464 voter contact hours.   Although it is difficult to speculate on the labor rates for positions that don't exist, we would likely have paid each precinct election board $765 making the precinct election board costs $70,380.   The additional assistant poll clerks would have added $16,470, making total labor costs $86,850.   As it was, our Election Day polling place labor costs were $29,304.

The following chart shows the direct labor costs for each Vote Center:

Vote Center	Direct Labor Costs	Number of Voters	Cost Per Vote
Morton Community Center	$936.00	1921	$0.49
Purdue University	$1,932.00	3475	$0.56
Tippecanoe Public Library - Klondike Branch	$1,632.00	2215	$0.74
Lafayette City Hall	$1,182.00	1460	$0.81
Lafayette Fire Station #5	$1,836.00	2196	$0.84
Calvary Baptist Church	$1,461.00	1679	$0.87
The Outpost	$1,686.00	1897	$0.89
Jenks Rest Senior Center	$1,086.00	1201	$0.90
Extension Office	$936.00	1029	$0.91
Brady Lane Church of Christ	$1,611.00	1723	$0.93
Dayton United Methodist Church	$1,140.00	1216	$0.94
Faith Community Center	$1,611.00	1617	$1.00
McAllister Center	$936.00	928	$1.01
Federated Church	$1,386.00	1357	$1.02
Battle Ground Fire Station	$1,386.00	1315	$1.05
St. Lawrence Catholic Church	$1,236.00	1157	$1.07
Covenant Presbyterian Church	$1,086.00	1002	$1.08
Tippcanoe County 4-H Fairgrounds	$2,382.00	2135	$1.12
Evangelical Covenant Church	$2,607.00	2278	$1.14
Lafayette Shrine Club	$1,236.00	997	$1.24
Total	$29,304.00	32798	$0.89

The down side of Vote Centers in terms of pollworkers is that many of our long-time workers do not have the necessary computer skills to function in a Vote Center environment.

Costs - Although comparing the costs of Vote Centers with a conventional precinct election is a little hazardous since the actual costs of Vote Centers are known and the precinct election costs are estimated, we can say with confidence that Vote Centers are vastly more efficient. A study conducted by researchers from Ball State University showed that a voter could be checked in at a Vote Center in a little more than 2 minutes of actual face-to-face contact. The check in process in a conventional precinct election is considerably slower; our previous elections required a minimum of four minutes of staff time per voter; however this made no difference because the amount of labor was fixed.

Had we operated a conventional precinct election in 2008, we would have had 6,948 voter contact hours of labor available. We estimate that perhaps 60,000 people would have voted on Election Day; the Election Day staff would have had an average of 6.9 minutes available per voter. This would certainly allow a lot of time for visiting with the voters. As it was, the chart below shows the amount of staff time available per Vote Center. As we have noted and discussed elsewhere in this report, we were over-staffed at many Vote Centers. Still, even with the over-staffing, we were still more closely aligned with need than we would have been in a precinct election.

Vote Center	Staff Time per Vote
Morton Community Center	1.87
Purdue University	2.28
Tippecanoe Public Library - Klondike Branch	2.93
Lafayette City Hall	2.96
Lafayette Fire Station #5	3.61
Calvary Baptist Church	3.65
The Outpost	3.80
Jenks Rest Senior Center	3.60
Extension Office	3.50
Brady Lane Church of Christ	3.97
Dayton United Methodist Church	4.14
Faith Community Center	4.23
McAllister Center	3.88
Federated Church	4.24
Battle Ground Fire Station	4.38
St. Lawrence Catholic Church	4.36
Covenant Presbyterian Church	4.31
Tippecanoe County 4-H Fairgrounds	4.72
Evangelical Covenant Church	4.90
Lafayette Shrine Club	5.06
Average	**3.69**

Since we had four satellite locations open on Saturday, the Election Board decided not to open the courthouse for voting on Saturdays. There would have been additional costs in a precinct election because security and maintenance crews were not required on the two Saturdays before the election. No attempt has been made to quantify these costs.

Equipment transportation increased with Vote Centers because, in addition to moving the election equipment, we were also moving computers. The cost of mailing the postcards to each registered voter was expensive (especially since a considerable number were returned as undeliverable) but necessary. However, in a conventional precinct election, although the movers would be delivering the same amount of equipment, they would likely have had to have an additional truck and crew because they would be traveling to many more locations, many of which are a considerable distance from the equipment storage location, so costs would go up.

It is difficult to precisely quantify the cost differences between Vote Centers and conventional precincts. Some of the differences are easy to estimate but many of them are not. It takes significantly less staff time to make 20 phone calls to set up delivery than it would to call 90 locations. It takes much less time to fill 20 supply bags as opposed to 90. However, assigning a dollar amount to the saved staff time is difficult if not impossible.

Satellite Vote Centers dramatically reduce the number of mail-out absentee ballots which are extremely expensive in terms of labor, postage and supplies. Setting up satellite Vote Centers at nursing homes reduces the number of traveling board ballots required. Normally we could compare the number and type of absentee ballots under Vote Centers to a similar precinct election. However, with this election and the tremendous interest in it, previous elections are not really similar, so the amounts we have estimated as precinct cost for traveling board and mail-out absentee are just estimates

We have also included the amounts budgeted for the 2004 primary election as a point of comparison.

In the table below, costs that do not change between types of elections are excluded. For example, the cost of machine seals and election supplies are the same for both types of elections.

Comparison of Costs of Vote Centers with Precinct Elections

	2008 Precinct	2008 Vote Center	Budget 2004 General Election
Number of Polling Places	92	20	85
Registered Voters	104,379	104,279	73,956
Number of Voters	69,574	69,574	52,183

Number of Poll Workers – Full-Time	582	151	425
Number of Poll Workers – Part-Time	0	16	
Number of Greeters	0	25	
Part-time Labor* (Incremental Only)	$5,232		$8,200
Overtime	$1,616	$2,475	$900
Pollworkers	$70,380	$29,304	$51,100
Assistant Poll Clerks	$16,470		
Traveling Board	$768	$414	Included in PT
Election Day Office Help	$1,512	$1,342	
Sign Installers	$0	$76	$0
Satellite Absentee Workers	$0	$16,237	$0
Meals	$8,280	$4,277	$7,450
Absentee Ballot Direct Costs ($2.73 each)	$12,555	$6,110	$6,825
Printing Pollbooks (Direct) ***	$2,145	$0	$1,875
Rentals	$2,400	$0	$2,500
Internet Access		$1,286	
Equipment Transportation	$9,500	$6,478	$1,360
Printing and Mailing of Postcards	$0	$23,022	$0
Training	$11,800	$8,830	$4,250
Total	**$142,658**	**$99,852**	**$84,460**
Cost Per Vote	**$2.05**	**$1.44**	**$1.62**

Training expenses were somewhat higher for this election than previous Vote Center elections because we paid for some revisions of the curriculum. All of our supervisors and lead Democratic judges had previously worked in a Vote Center election. We didn't feel that they needed as much training in some areas but wanted their training to include more emphasis on managing the Vote Center as efficiently as possibe.

Training costs for a conventional precinct election would be substantially higher simply because we would be training so many more people.

Election Day Issues - There were remarkably few issues on Election Day. We did have a problem with one college-age poll worker getting off of the Virtual Private Network to send personal e-mail but we sent over a retired professor to explain that wasn't acceptable and the issue was resolved.

One Vote Center lost Internet connectivity for a time but the staff was well-trained and implemented our contingency plan. No voter was inconvenienced by this and the outage lasted only a brief time.

One of the caterers failed to deliver breakfast to one Vote Center but actually the workers were probably happier with meals from a local fast-food restaurant.

We were slightly over-staffed at many Election Day Vote Centers. While we accurately estimated total turn-out, we had underestimated the number of voters who voted early.

Satellite Voting Issues - Satellite voting, for the most part, went very well although the sheer volume of voters bordered on overwhelming at some sites. The management of the Pay Less Supermarkets were incredibly helpful and should be commended for their public spirit. We hope that the crowds of voters went on and bought groceries so Pay Less Supermarkets will be willing to serve as satellite centers in the future.

We did have some complaints about long lines from the voters who were not residents at some of the nursing home sites. This is probably true and perhaps not something that can be easily solved. We would generally arrive at the satellite center an hour prior to our advertised start time to allow us time to set up.   Voting is an event of great significance in the lives of the residents; invariably when we arrived an hour prior to start, there would already be a line of residents who wanted to vote. By the time we set up, there were usually dozens of residents in line. When members of the public arrived at the appointed start time, there were many, many residents already in line. Nursing home residents generally take a little longer to vote, so non-residents did have to wait in lines.

Recounting Vote Centers

Although most races were determined by decisive margins, the race for District 26 State Representative had a margin of 26 votes when the results were certified. The losing candidate, rather understandably, called for a recount.

This was the first recount of any election held in a Vote Center county. The State Board of Accounts found it somewhat challenging to conduct the recount as it was accustomed to thinking in terms of precincts. Once the SBOA understood that Vote Centers were not precincts, the process went fairly smoothly.

The recount co-supervisor from the State Board of Accounts, Michael Rogina, had this to say about the recount in an e-mail dated 12/15/2008: *"Thank you for the important part you played in the recount process and for the resulting credit you have brought to the Tippecanoe County Clerks' office. What was ultimately proven was that your process for the last election was accurate."*

Attorneys and political party operatives for the candidate who filed the recount petition leveled a number of accusations at Vote Centers and the process that Tippecanoe County followed.   A press release from Dan Parker details these accusations; it is attached as Appendix A.

Although we all understand that it is the function of political parties to exaggerate issues to the benefit of their candidate, this press release reached new levels of hyperbole.   It is important to remember that half of the people who worked on this election are from the "other" party; we have bi-partisan control over the election process for a good reason. Neither party is going to permit the other to do anything blatantly illegal if it were even attempted.

There were five issues mentioned in the press release. They are:

- Issuing Certificates of Error
- Tallying Results by Precinct on Election Night
- Comparing Voter's Signatures on Election Day
- Remaking Absentee Ballots
- Provisional Ballots that Were Not Counted.

At the Recount Commission hearing held on Sunday, December 7, 2008, the attorney for one of the candidates expanded his argument regarding the absence of electronic signatures and invalidity of our electronic poll list. Each of these supposed failings will be examined in this section of the report.

Vote Centers

Vote Centers are authorized under IC 3-11-18. Tippecanoe County developed a detailed plan for administering Vote Centers which was submitted to the Secretary of State in 2006.   The plan had the unanimous consent of the bi-partisan Tippecanoe County Election Board and the county leaders of both political parties. Tippecanoe County was selected as one of the pilot counties in October 2006 and our first election using Vote Centers was held in November, 2007. (We did not have a primary election in 2007.)   Our plan was available on our web site; it was removed after two years because it had very few "hits." If you need a copy of the plan, please call the office at (765) 423-9303 or 423-9316 and one will be e-mailed to you.

Most of the objections raised by attorneys in the recount centered around their argument that our plan violated IC 3-11-18-13 (1). This section would appear to require that an electronic poll list be capable of capturing an electronic image of the signature of a voter on the list.   As we were writing our Vote Center plan, considerable thought was given to this code section. Hampering our efforts was the fact that neither "electronic poll list" nor "poll list" is defined within Title 3.

There is a reference in IC 3-11-18-7 to the "computerized list of voters of the county". This isn't defined either but our interpretation was that our check-in software is a computerized list of voters as it is intended to verify that a voter is registered in Tippecanoe County and has only voted once in the current election. We felt then and still maintain that the postcard or substitute postcard <u>signed by the voter</u> at the Vote Center is the "poll list."

There were several reasons for our determination to maintain the voters' signature on paper.   Among them are:

- Our election board was not comfortable moving to an entirely paperless voting process at the same time we moved to Vote Centers, feeling that moving to Vote Centers was enough of a leap.
- It was not clear that a signature made on an electronic signature pad would be reliable enough for voting. Our tests of some devices yielded erratic results.
- It seemed somewhat foolish to invest in electronic signature pads for a two year pilot program, especially when the legislation is silent on what the purpose might be of capturing an electronic signature.
- Our paper poll list can certainly be scanned to capture an electronic image of the voter's signature, should there ever be a reason to do so.

The legislature, understanding that Vote Centers are a pilot program, allowed for the possibility that issues might arise that were not adequately addressed by Indiana law.   To that end, they included the requirement that a detailed plan be

submitted. Tippecanoe County submitted a detailed plan; it was approved and we did administer the election in accordance with our plan.

Certificate of Error - One of the charges leveled is that Tippecanoe County didn't issue any certificates of error. The process of issuing certificates of error is covered by IC 3-7-48. A certificate of error is issued after the poll lists are printed and it is determined that a voter's name is missing from that precinct poll list. This will sometimes occur when a voter registration form, although filed timely, was sent to the wrong county or delivery by the Postal Service is delayed. However, under a Vote Center system with an electronic list, additions and corrections can be made at any time after the voter has become active in SVRS. So, in a Vote Center county, certificates of error are unnecessary; hence none were issued.

Tally Results by Precinct on Election Night - This rather vague accusation is completely without merit.   Our software does tally results by precinct. We generally do not print the precinct results on election night; the news media and the public is interested in the summary report that details the total number of votes that each candidate received.   The summary report is four pages; the precinct level detail runs 60 -100 pages. Were we to print the detail report in place of the summary report, final election night results would be delayed considerably due to the length of time it takes to print the report and the fact that we issue the summary report 6 – 8 times during election evening.

There is a requirement under 3-11-18-16, to separate ballots by precinct at a Vote Center. While obviously this requirement has more applicability to paper ballots, we assume that it means that our system must be able to tally results by precinct, which it certainly does.

However, were we to **print** results by precinct at the Vote Center level, the precinct election board would likely be in violation of IC 3-14-4-7, which prohibits an election worker from disclosing how a voter has voted.   In a Vote Center, it is very likely that there may be only one or two voters from a particular precinct that voted at that location.   If you look at the sample Statement of Votes cast from an unnamed Vote Center as shown on the next page, you will see an example of the problem.

	Reg. Voters	Cards Cast	% Turnout	Reg. Voters	Times Counted	Total Votes	Truitt (REP)		Polles (DEM)	
Wabash 7	1331	0	0.00%	1331	0	0	0	-	0	-
Wabash 8	1598	4	0.25%	1598	4	2	2	100.00%	0	0.00%
Wabash 9	1504	3	0.20%	1504	3	3	1	33.33%	2	66.67%
Wabash 10	2007	4	0.20%	2007	4	4	1	25.00%	3	75.00%
Wabash 11	426	1	0.23%	-	-	-	-	-	-	-
Wabash 12	999	2	0.20%	999	2	2	2	100.00%	0	0.00%
Wabash 13	1344	0	0.00%	-	-	-	-	-	-	-
Wabash 14	1404	2	0.14%	1404	2	2	1	50.00%	1	50.00%
Wabash 15	5533	1	0.02%	5533	1	1	0	0.00%	1	100.00%
Wabash 16	1152	3	0.26%	-	-	-	-	-	-	-
Wabash 17	3120	0	0.00%	-	-	-	-	-	-	-
Wabash 18	1183	1	0.08%	1183	1	1	1	100.00%	0	0.00%
Wabash 19	1059	6	0.57%	1059	6	6	4	66.67%	2	33.33%
Wabash 20	171	0	0.00%	171	0	0	0	-	0	-
Wabash 21	1296	2	0.15%	1296	2	2	1	50.00%	1	50.00%
Wabash 22	348	4	1.15%	348	4	4	2	50.00%	2	50.00%
Wabash 24	1	0	0.00%	1	0	0	0	-	0	-

Notice that there was only one voter from Wabash 15 and one from Wabash 18 who voted at this particular Vote Center. There were two voters from Wabash 12 who voted at this Vote Center; both voted for the same candidate. Since the names of the voters who voted at each Vote Center are known to the political parties and the news media, it would be easy to determine how those voters voted for any race.

We did print Vote Center level results for District 26 as a part of the recount; this resulted in 326 people whose votes in this race could be identified.

While IC 3-11-18-16 is vague, we cannot believe that it was the intent of the legislature to deprive a voter of a secret ballot. We can certainly determine the number of votes cast for each candidate and on each public question by precinct, so we believe that our plan is in compliance.

Comparing Voter's Signatures on Election Day - Our electronic list of voters does not include the digitized signature of the voter. We believe that IC 3-11-8-25.1 addresses this issue. In general, this section of Indiana law requires the voter to show a current photo ID to the poll clerks before they are allowed to sign the poll list. IC 3-11-8-25.1 (i) provides that if there is a doubt about the identity of the person who is presenting photo ID, then the poll clerks should compare signatures. We can honestly say that in the elections where photo ID has been required, there has not been a single case where the poll clerks had questions not adequately answered by the photo ID.

However, we did have a process that would allow us to get a copy of the signature to the Vote Center in the unlikely event that photo ID was not sufficient. At the time when we were developing the software that allowed us to check in

voters, it was not possible for SVRS to provide us with a file of voter signatures, so including the voter's signatures in the computerized list of voters was not an option. Giving every pollworker access to SVRS wasn't possible from a technical standpoint due to the security restrictions for SVRS.

So, after some brainstorming with our technical staff, we came up with a fix, albeit not an elegant one, for those rare to non-existent occasions when a signature might be needed. If a pollworker had a question that couldn't be answered by the photo ID, the worker would call the office. There someone with access to SVRS would access the voter record and turn a screen shot of the signature page into a .jpg or.pdf and post the image to our server. We would then talk the pollworker through the process to view the image on the server.

125,486 ballots have been cast in the three Vote Center elections in Tippecanoe County. There have been no instances where a poll worker had questions that weren't answered by photo ID.

Remaking Absentee Ballots -   The press release suggests that somehow Tippecanoe County failed to re-make defective absentee ballots on Election Night and therefore some ballots were not counted. **This is not true.**   Our process does not require that we re-make defective absentee ballots in order to tally them. A bi-partisan team uses a separate voting machine and a clearly labeled memory card to **tally** the ballots; the card is uploaded and the damaged ballots tallied by a direct record electronic voting machine are sealed in a separate bag.   That way, in the event of a recount, the original ballot is available for inspection by the recount team and the machine card is not uploaded a second time. This complies with the process described in 3-11.5-6-9.

Provisional Ballots that Were Not Counted - Of all of the accusations in the press release, this might perhaps be true. We didn't count several hundred provisional ballots. However, bi-partisan staff teams carefully researched every provisional ballot.   The bi-partisan Election Board then examined every provisional ballot and voted whether or not to accept it.   All of the votes by the election to either accept or reject a ballot where unanimous. **Every provisional ballot that was cast by a registered voter of Tippecanoe County that could be counted was counted.**

420 provisional ballots were cast. 55 of these were accepted. Of the 365 ballots that were not counted, the following reasons applied:

Number	Reason
46	No photo ID or did not bring photo ID
23	Not enough information to determine a reason
1	Tried to vote twice
59	Registration was rejected
121	Registered in Indiana but not in Tippecanoe County
115	Not registered in Indiana

We were curious about the 46 people who did not have photo ID on Election Day and did not bring it to our office, so we did some additional research. 15 of the 46 did have photo ID issued by the state of Indiana. 7 other people were students and had Purdue IDs.   11 had driver's licenses from other states. One person had an Illinois driver's license and was attempting to get an Indiana driver's license but a mis-match between her birth certificate and her Illinois license was creating issues for the Indiana BMV. Two voters had married in Tippecanoe County and our records indicated that they produced a driver's license at the time but we could find no record of the license at the Indiana BMV. Of the remaining 10 voters, there was no evidence that they had ever come into contact with a unit of government in Indiana. We searched the BMV database, the Purdue University Student database, court records, and land ownership records.

Looking Ahead to 2010

We believe that voters, having experienced the ease and convenience of Vote Centers and especially satellite voting, will not be anxious to go back to precinct-based voting. We hope that legislation will be introduced to make Vote Centers an option for those counties who want to use them.

Most of the changes that we are anticipating for 2010 are of the "tweaking" variety. These are minor changes that improve the experience for the voter but none can be characterized as major.

Satellite Voting - Voters overwhelmingly liked satellite voting**.** Some specific comments on satellite voting:

- The elections in 2010 will likely not create the same level of interest among students at Purdue University; we may consider cutting back the number of hours that we are present on campus; particularly for the primary.
- Ending satellite voting on Sunday proved to be a good choice as it gave us all day Monday to prepare for the election.
- We will try to address the issue of lines at the nursing homes perhaps by arriving even earlier and starting voting before our advertised start time; this would give residents more time to vote before members of the general public arrive.
- There was one nursing home where the residents required considerably more assistance than other nursing homes; this site will likely be dropped as a satellite site and the voters can be assisted by traveling boards.
- Although each machine used at a satellite site is logged into our inventory records and labeled, it would have saved time if we had also put the machine ID on the label visible on the case; this would eliminated a time consuming step to open the machine and verify the memory card.

Election Day Improvements -

- We will look at the number and location of election day Vote Centers; with the dramatic increase in satellite voting, some election day sites are under-utilized.

Vote Centers are probably not right for every Indiana county but for counties like Tippecanoe, we are firmly convinced that they are a huge improvement over precinct voting.

Appendix A

Parker calls on Rokita to explain vote center irregularities
Tippecanoe County problems call entire system into question

INDIANAPOLIS - Indiana Democratic Party Chair Dan Parker today called on Secretary of State Todd Rokita to explain reports of vote center irregularities in Tippecanoe County that raise questions about an ongoing recount in House District 26 and the integrity of the vote center system itself.

Parker pointed to numerous examples of state laws that were violated on Election Day at the 20 vote center locations in Tippecanoe County.

"We've got electronic poll books that weren't signed, voters who were never legally checked in and legal procedures that were flat-out ignored," Parker said. "Most of all, what I think we have here is an indictment of a system that Todd Rokita failed to properly oversee as this state's chief election administrator."

A post-election review process in Tippecanoe County also discovered failure to issue certificates of error; failure to tally results by precinct on election night; failure to compare voters' signatures on election night; failure to remake damaged absentee ballots; and hundreds of provisional ballots that were not counted.

Tippecanoe County was the state's first pilot county for vote centers in 2007. Three counties participated in the program for the 2008 general election.

Due to the litany of problems in Tippecanoe County, Parker said he expects Rokita to thoroughly scrutinize the reports at this weekend's Recount Commission hearing.

"We have these laws for a reason, and Todd Rokita allowed Tippecanoe County to not follow them," Parker said. "The integrity of this election is in question."

Parker also said Rokita must explain how so many irregularities occurred at vote centers, the implementation of which he aggressively pushed. The legislation authorizing vote centers expires this year.

"This was billed as a system that would make voting easier, but all it's done is muck up Hoosiers' ability to cast ballots according to state law," Parker said. "I think Todd Rokita got the cart before the horse on these centers. If he wants to keep his buggy, he's going to have to prove that it's road-worthy."